

Message Text

PAGE 01 NATO 02307 110952 Z

12

ACTION EUR-25

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C O N F I D E N T I A L USNATO 2307

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E. O. 11652: GDS79

TAGS: EFIN, MCAP, NATO

SUBJECT: NATO INFRASTRUCTURE PROGRAM 1975-1979- US POSITION ON
FUNDING LIMITS

REFS: A. STATE 80732

B. SHAPE LETTER 6100/20-2-2/ S162/72, 6 FEB 73

C. AC/281- REPORT(73)11 REVISED), 9 APR 73

D. USNATO 453

E. USNATO 762

BEGIN SUMMARY. MISSION RECOMMENDATION ON PROPOSED US POSITION FOR
SIZE OF INFRASTRUCTURE PROGRAM IS GIVEN BELOW, AS IS MISSION
POSITION ON REDUCED US COST SHARE FOR NEXT FIVE- YEAR PROGRAM PER
REQUEST REF A. END SUMMARY.

1. IN REF B AND EQUIVALENT SACLANT DOCUMENT, MAJOR
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PAGE 02 NATO 02307 110952 Z

NATO COMMANDERS (MNCS) HAVE INDICATED UNFUNDED REQUIREMENT FOR
1975-1979 OF SOME IAU 930 MILLION. SINCE THAT TOTAL IS OVER THREE
TIMES THE FUNDS AVAILABLE IN THE PREVIOUS FIVE- YEAR PERIOD
(EXCLUDING EDIP), THE NNCS HAVE PROVIDED A BREAKOUT OF FUNDING

IN VARIOUS CATEGORIES BASED ON FIXED FUNDING LIMITS RANGING FROM IAU 300 MILLION THROUGH IAU 500 MILLION.

2. REF C IS A REPORT TO EXECUTIVE WORKING GROUP (EWG) BY THE NATO CONTROLLER FOR INFRASTRUCTURE WITH MNC INPUT AS TO THE CURRENT STATUS OF THE INFRASTRUCTURE PROGRAM AND THE EFFECTS ON NATO' S DEFENSE POSTURE OF TOO STRINGENT A LIMITATION ON INFRASTRUCTURE FUNDS IN THE 1975-1979 PERIOD. IT PARTICULARLY HIGHLIGHTS REQUIREMENTS IN THE AMOUNT OF IAU 656 MILLION FOR PROJECTS WITH QTE SPECIAL SIGNIFICANCE AND URGENCY DURING THE PERIOD 1975-79 UNQTE.

3. MISSION HAS PREVIOUSLY RECOMMENDED A 1975-79 INFRASTRUCTURE CEILING ON THE ORDER OF IAU 450 MILLION (USNATO 453). OUR RECOMMENDATION WAS BASED ON BELIEF, WHICH WE BELIEVE TO BE SHARED BY PERTINENT CONGRESSIONAL COMMITTEES, THAT LARGE PROGRAM IS NECESSARY TO BEST SERVE US INTERESTS, AND ON OUR CONCLUSION THAT CERTAIN OF OUR ALLIES, PARTICULARLY THE UK AND CANADA, WOULD RESIST A HIGH CEILING. THEIR ARGUMENTS FOR A LOW CEILING IN THE LAST PERIOD (1970-1974) WERE PARTICULARLY STRONG ON INABILITY OF HOST NATIONS TO ACCOMPLISH IAU 250 MILLION OF USEFUL WORK. WE ASSUME THEY WILL NOT USE THE ARGUMENT AGAIN SINCE SOME IAU 50 MILLION HAS HAD TO BE ADDED TO THE 1090-74 CEILING, AND THE EURO- GROUP ADDED AN ADDITIONAL IAU 150 MILLION TO COMPLETE THE PROGRAM. ALL OF THESE FUNDS HAVE BEEN OR ARE BEING PROGRAMMED AND CURRENT PROCEDURES HAVE FOSTERED QUICK IMPLEMENTATION. THUS, IT SHOULD NOT BE TOO DIFFICULT TO DEFEND THE UTILITY OF A PROGRAM ON THE ORDER OF ABOUT IAU 500 MILLION, I. E., IAU 450 MILLION PLUS IAU 50 MILLION OR MORE TO ACCOUNT FOR INFLATION. AS STATED ABOVE, THIS RECOMMENDATION ON SIZE OF PROGRAM IS BASED ON COMPROMISE BETWEEN FACT OF HIGH OUTPUT OF FACILITIES FOR US USE AND PREFERENCE OF CERTAIN ALLIES FOR ECONOMY. WASHINGTON MAY WISH, HOWEVER, IN LINE WITH DR. KISSINGER' S SPEECH OF 23 APRIL, TO PUSH FOR MUCH LARGER PROGRAM WITH LOW US CONTRIBUTION AND HIGH US BENEFIT AS A FIRST STEP TOWARD MULTI- NATIONALIZATION OF THE BURDEN SHARING ACTIONS IN NATO EUROPE.

CONFIDENTIAL

PAGE 03 NATO 02307 110952 Z

4. MISSION SUPPORTS SECDEF INITIATIVE AT DECEMBER MINISTERIAL DPC ON THE NEED TO LIMIT US SHARE OF THE NEW FIVE- YEAR PROGRAM TO NO MORE THAN THE DE FACTO 18-20 PCT OF OUR SHARE OF THE 1970-74 INFRASTRUCTURE PROGRAM PLUS THE EURO- GROUP ADDITION. IT MAY BE NECESSARY AGAIN TO HAVE TWO PROGRAMS, IN ONE OF WHICH THE US CONTRIBUTES SOME 30 PCT AND THE SECOND WITHOUT US CONTRIBUTION. WE WOULD PREFER, HOWEVER, A SINGLE PROGRAM WITH NO MORE THAN 20 PCT US CONTRIBUTION TO AVOID POSSIBLE EUROPEAN MOVES TO EXCLUDE US INDUSTRIAL PARTICIPATION IN THAT PORTION OF THE PROGRAM TO WHICH WE DO NOT CONTRIBUTE.

5. IN ANALYSIS OF SACEUR AND EWG ACTIONS TO DATE (REFS B AND C) AND PENDING RECEIPT OF DETAILED COMMENTS FROM CINCEUR

AND JCS, MISSION DRAWS ATTENTION TO THE FOLLOWING AS RESULT OF LIMITATIONS TO IAU 500 MILLION CEILING.

A. AIRFIELDS: COMPLETION OF THE SHELTER PROGRAM, BUT REDUCTION OF EWG FIGURE OF IAU 112 MILLION TO SOME 29 MILLION FOR RESTORATION AND MODIFICATION.

B. NAVAL BASES AND POL. 80 PCT SATISFACTION OF TOTAL REQUIREMENT- NOT MENTIONED BY EWG.

C. COMMUNICATIONS. FULL SATISFACTION OF NICS AND ACE HIGH REPLACEMENT AND 65 PCT OF OTHER PROJECTS (EWG RECOMMENDED 100 PCT).

D. WARNING INSTALLATIONS. 75 PCT FOR INTEGRATION OF EXISTING EARLY WARNING SITES AND REPORTING POSTS INTO NADGE AND 35 PCT OF NEW SITE REQUIREMENT (EWG RECOMMENDED 100 PCT).

E. WAR HEADQUARTERS. 60 PCT OF REQUIREMENT (NOT MENTIONED BY EWG).

F. SAM. 25 PCT OF REQUIREMENT FOR MODIFICATION AND RESTORATION (NOT MENTIONED BY EWG).

G. FORWARD STORAGE SITES RECEPTION FACILITIES. 25 PCT OF REQUIREMENT (EWG RECOMMENDED 100 PCT).

H. FIRST INCREMENT ACE ADP. 50 PCT OF REQUIREMENT (EWG RECOMMENDED 100 PCT).

I. ACE TACTICAL AIR CONTROL. 50 PCT OF REQUIREMENT (EWG RECOMMENDED 100 PCT).

6. MISSION COMMENT: REF C STATES THAT THE VIABILITY OF MAJOR PROGRAMS STARTS TO BE AFFECTED AND CERTAIN PRIORITY A PROJECTS MUST BE EXCLUDED AT ANY FUNDING LEVEL BELOW IAU 580 MILLION. IT SEEMS CERTAIN, HOWEVER, THAT SOME OF OUR ALLIES
CONFIDENTIAL

PAGE 04 NATO 02307 110952 Z

WILL BE WILLING TO TAKE THAT RISK RATHER THAN TO SUBSCRIBE TO A CEILING VERY MUCH IN EXCESS OF THAT FOR THE PREVIOUS FIVE- YEARS PERIOD. THE US, ON THE OTHER HAND, NEEDS A LARGE PROGRAM BECAUSE OF THE INCREASING RELUCTANCE OF CONGRESS TO FUND UNILATERAL CONSTRUCTION FOR OUR FORCES. THEY MUST THEREFORE BE PROVIDED FOR TFROM THE COMMON INFRASTRUCTURE FUND AND TO THAT EFFECT, WE SHALL PROBABLY BE REQUIRED TO CONTINUE TO PUSH FOR A NEW CATEGORY OF CONSTRUCTION FOR QTE STATIONED FORCES UNQTE AS MENTIONED TO THE DPC BY SECRETARY LAIRD. THIS PUSH SHOULD BE INITIATED DURING MILITARY DISCUSSIONS OF THE MNCS' PRIORITIES AS LISTED IN REF A. THERE WOULD APPEAR TO BE ADEQUATE ROOM FOR SUCH MANEUVERS WITHIN THE IAU 136.2 MILLION SPECIFIED BY SHAPE FOR PRIORITY A QTE SPECIAL PROJECTS UNQTE. END COMMENT.
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